

Wisconsin's Reinvestment Initiative: Targeting Milwaukee's 30th Street Industrial Corridor

- A. **Project Title:** Wisconsin's Reinvestment Initiative: Targeting Our Most Needy Neighborhoods: Milwaukee's 30th Street Industrial Corridor
- B. **Grant Type:** Hazardous Substance Funds for Community-wide Assessment and Clean-up Planning
- C. **Total Dollar Amount Requested for this Grant:** \$200,000 of Hazardous Assessment Funds
- D. **Name of Applicant:** Wisconsin Department of Natural Resources
- E. **Project Contact:** Darsi Foss, Chief, Brownfields and Outreach Section, 101 South Webster Street (RR/3), Madison, Wisconsin, 53707. Darsi.Foss@dnr.state.wi.us Phone: (608) 267-6713. Fax: (608) 267-7646.
- F. **Chief Executive:** Scott E. Hassett, Secretary, Wisconsin Department of Natural Resources. 101 S Webster Street, PO Box 7921, Madison, Wisconsin, 53707-7921. Scott.Hassett@dnr.state.wi.us Phone: 608-266-2621; 608-261-4380 (Fax); 608-267-3579 (TTY) 711.
- G. **Location:** State-wide initiative, initially targeting the 30th Street Industrial Corridor (IC), City of Milwaukee, Wisconsin
- H. **Population:** 31,918 in IC area of Milwaukee
- I. **Special Considerations:** The WI 30th Street Industrial Corridor Partnership target area is the 30th Street Industrial Corridor, which includes these areas of special consideration:
- Designated as a Renewal Community by the U.S. Department of Housing and Urban Development;
 - State-designated Community Development Zone;
 - Environmental justice area, due to economic and cultural challenges;
 - Areas designated for Milwaukee Community Development Block Grant funds; and
 - Milwaukee Brownfields Showcase Community.

THRESHOLD CRITERIA

A. Applicant Eligibility

The Wisconsin Department of Natural Resources (WDNR) is leading a multi-partner initiative to raise the reinvestment profile, and thus quality of life, in some of Wisconsin's most-needy neighborhoods. The WDNR is a government entity created by the Wisconsin legislature in 1967, and thus it is an eligible applicant for assessment grants. As a first step in this state-wide initiative, WDNR is seeking assessment funds for the 30th Street Industrial Corridor area in the City of Milwaukee. The 30th Street Industrial Corridor area was identified as the first reinvestment target neighborhood by WDNR, given that 34% of the residents reside below the poverty level and 97% of the population is classified as "minority" according to the 2000 US Census. The WDNR hopes to reproduce this reinvestment initiative in other needy communities over the next several years.

Given the difficult economic times of the last several years, local governments, state governments and non-profits are finding it more and more difficult to apply for and use the limited public resources that are available to address urban quality of life issues. Over the last 5 years, WDNR has lost 37 staff (as of July 1, 2005) or 39% of its state staff. This has made it more difficult to undertake new initiatives, despite the presence of these needy areas and federal brownfield dollars. As such, the WDNR must look for non-traditional, creative solutions if it is to continue to leverage available public dollars to address the remaining 10,000 brownfields sites in Wisconsin. In the future, partnerships such as this may be a routine method of dealing with WDNR's resource capacity issues.

Therefore, WDNR has put together the Wisconsin 30th Street Industrial Corridor Partnership consisting of the Redevelopment Authority of the City of Milwaukee (RACM), the 30th Street Industrial Corridor Corporation (ICC), and WDNR. The goal of the partnership is to jointly seek assessment, cleanup and other resources in order to raise the reinvestment profile of this area. RACM is a Redevelopment Agency sanctioned by Wisconsin and a Land Clearance Authority operating under supervision of the City of Milwaukee. The ICC is a non-profit 501 (c)(3) that assists businesses on the north side of Milwaukee with their expansion efforts and works to attract new businesses to the area.

B. Community Notification: The community was notified through the following actions:

- October 13th, 2004- notified and requested comments from the 60 attendees at the ICC's General Membership
- October 20th, 2004- published a legal notice in the state newspaper, Milwaukee Journal Sentinel
- October 21st, 2004- held a RACM public hearing at Milwaukee City Hall
- October 22nd, 2004- emailed a draft summary to community groups listed in Section F4 requesting written comments
- October 23rd, 2004- summary posted to WDNR's web site.
- November 2nd, 2004- emailed draft and requested comments from more than 700 people who subscribe to WDNR's electronic newsletter
- November 2nd, 2004- draft proposal posted on WDNR's web site (and others) for final comment

C. Letter from State or Tribal Environmental Agency

Not relevant. The applicant is the state environmental agency.

D. Site Eligibility and Property Ownership Eligibility

Not relevant. This is a community-wide assessment application.

RANKING CRITERIA**A. Hazardous Assessment Grant Proposal Budget**

The WDNR proposes to conduct \$200,000 of site assessment activities on properties with hazardous substance discharges that are known or suspected. These funds will be targeted at properties in the 30th Street Industrial Corridor area which is located in a severely economically depressed part of the City of Milwaukee. This reinvestment initiative will be directed by the WDNR, in partnership with RACM and the ICC, a non-profit 501 (c)(3) organization.

Hazardous Substance Assessment Budget

Budget Categories	Phase I	Community Outreach	Inspection Warrants/Voluntary Access	Phase II or NR 716 Site Assessment	Remedial Action Plan Development	Total
Personnel	\$0	\$0	\$0	\$0	\$0	\$0
Travel	\$0	\$0	\$0	\$0	\$0	\$0
Supplies	\$0	\$0	\$0	\$0	\$0	\$0
Contractual	\$15,000	\$0	\$0	\$160,000	\$25,000	\$200,000
Total	\$15,000	\$0	\$0	\$160,000	\$25,000	\$200,000

The Reinvestment Partnership plans to use the federal funds for conducting assessments and clean-up planning. Funds will be used to conduct approximately 10 Phase I Assessments for a total of about \$15,000. The ICC and RACM will take the lead on Community Outreach activities, such as involving local stakeholders in identifying sites, prioritizing sites, and providing information to local residents about activities, cleanup alternatives, and land reuse options. WDNR will work with its partnership members to ensure that a list of target properties is finalized no later than 6 months from signing the cooperative agreement. Federal funds will not be spent on Community Outreach activities. WDNR and RACM will ensure eligibility of prioritized sites, secure special inspection warrants on tax delinquent brownfields, and negotiate voluntary access agreements on eligible privately held sites. The assessment grant funds will not be spent on gaining access to sites. Site assessment funds will be utilized by hiring environmental consultants using procurement procedures contained in 40 CFR 31.36 to investigate approximately 8 properties. In some cases, Site Investigation reports will include options for remedial actions and in other cases a separate Remedial Action Plan will be developed.

B. Community Need

B1. Target Community: The area targeted for these assessment funds is the 30th Street Industrial Corridor on the north side of Milwaukee. This economically distressed area falls within both the Enterprise Community--census tracts designated as the inner city by the City of Milwaukee for purposes of receiving federal aid--and U.S. Department of Housing and Urban Development designated Renewal Community boundaries in Milwaukee. The Renewal Community

designation provides federal tax incentives for businesses located within some of the nation's most economically distressed census tracts in order to spur economic development and job growth. In neighborhoods surrounding the 30th Street Industrial Corridor, more than a third of families live below the poverty level, a third of adults lack a high school diploma, scores of housing units remain vacant, and fears of environmental contamination from abandoned dry cleaning establishments, foundries, and other manufacturing operations hinder economic development.

Though this area was once a manufacturing center employing area residents, the portion of neighborhood residents employed in manufacturing has declined from nearly 40 percent to less than 15 percent over the last 30 years. This has contributed to a severe drop in median household income over the last 20 years, which when coupled with declining population, has resulted in the aggregate purchasing power of the neighborhood dropping by more than one-third. Moreover, across the entire neighborhood fifteen percent of housing units are vacant, in some blocks more than 25 percent. Of the housing units that are not vacant, most are rentals, with many of these owned by absentee landlords investing little in maintenance and at risk of abandonment. (Levine, M. V., 2002, *The Economic State of Milwaukee's Inner City: 1970-2000* Milwaukee: University of Wisconsin-Milwaukee, Center for Economic Development, p. 22)

Overall, the area within a one-mile radius of the approximately five-mile long 30th Street Industrial Corridor includes a large and dense population of 31,918 and a high number of environmentally sensitive individuals. Approximately 11,838 children under the age of 18 (or 37% of residents) live within this area. The nearby community is economically challenged and area residents are in need of economic opportunities. About 18.5% percent of the labor force wasn't employed in 2000. Residents are also in need of skill development opportunities. Skill levels and occupations are reflected in the area's median household income, \$24,472, close to half of the state's median income. At the same time, 34 percent of the residents lived below the poverty level, well above the City's rate of 21 percent and the state's 9 percent. Area residents would benefit from more jobs inside the area. Fully 33 percent of the area's households did not have a vehicle available for their use. This means many residents have severe challenges in reaching better paying jobs in suburban areas.

Summary of Census tracks data within a ½ mile of the 30th St Industrial Corridor

Community Background	30th St. Area	City	Wisconsin
Population	31,918	596,974	5,363,675
% Minority	97%	55%	13%
% High School Graduates	64%	75%	85%
% College Graduates	6%	18%	22%
% Unemployed	19%	9%	4%
% Below Poverty	34%	21%	9%
% Without Vehicles	33%	21%	8%
Median Household Income	\$24,472	\$32,216	\$43,791

(Source of all data in Section B1: 2000 US Census – File SF1 and SF3)

B2. Benefits to the Target Community: Today, many small and medium businesses are struggling to survive while some are flourishing. From an engineering and testing firm to a fine

art foundry, new start-up businesses have recently made their home in the Corridor and plan to stay. A number of these small and medium businesses are looking for space to expand, but the fear of possible contamination on these neighboring sites prevents them. Likewise, staff from the ICC frequently field requests from real estate developers, brokers and business owners looking to relocate to the area. The most frequently asked question from potential investors is "What is the environmental situation of the property?" Potential investors in the area are often unwilling to take on the liability risk until the extent of the contamination, if any, is known. Without funding to do such assessments, this potential redevelopment and restoration of the Corridor's economic health is on hold.

Redevelopment of these brownfields will create employment opportunities in a neighborhood plagued by a 18.5% unemployment rate and 34% of residents living below the poverty rate (2000 Bureau of Census). Businesses locating in the 30th Street Industrial Corridor would generate benefits including minimal commute cost to the employee, increased City tax revenue, state income tax revenue from the resulting wages, the removal of blight from neighborhoods and its dampening economic impacts on surrounding properties. Increasing the tax valuation of properties will result in more moneys for public schools. Redevelopment of these sites would also remove uncontrolled asbestos and lead paint situations in abandoned buildings, and reduce air emissions due to employees having an option to walk to work or have a shorter commute. Such reinvestment in other Milwaukee neighborhoods has resulted in a decline in crime rates, illegal drug labs, and trespassing in unsecured buildings.

This partnership will utilize the Milwaukee Community Service Corps (MCSC), a job training organization, to team up with environmental contractors to provide a venue for MCSC members to obtain job experience. A large percentage of MCSC members come from the targeted community and their participation in assessment efforts will lead to more income for participating neighborhood residents. MCSC's members will gain job experience and mentoring/shadowing experience that could translate into permanent jobs with environmental consulting firms and lead to better diversity and Disadvantaged Business Enterprises (DBE) participation at these companies.

B3. Impact of Brownfields on the 30th Street Industrial Corridor: Since the majority of land in the 30th Street Industrial Corridor has historically been occupied by multiple manufacturing operations, almost the entire corridor is suspected of having environmental contamination issues. With 36 known tax delinquent brownfields, this area holds the single most concentrated group of tax delinquent brownfield sites in the City of Milwaukee. In addition, many older manufacturing companies such as tanneries, foundries, breweries, and motor manufacturers have left, leaving behind mothballed brownfields that provide no economic benefit for the community. WDNR's contaminated sites data base, BRRTS (Bureau for Remediation and Redevelopment Tracking System), identifies at least 230 *known* contamination sites within the 30th Street Industrial Corridor target area.

This area's brownfields threaten public health (e.g., exposure to contaminated soil and airborne contaminants, presence of illegal drug markets, dangerous buildings, and rat infestations), the environment (i.e. contaminated groundwater discharging to surface water), and impose a blighting effect (i.e. graffiti, weeds, trash dumping) on this economically disadvantaged

neighborhood. Lead poisoning is another public health issue threatening the area. Statistics show that in 1998, 19.5% of the children tested in Milwaukee had blood lead levels equal to or above 10 µg/dL. This is about 5 times the national average of 4%. Areas in economically challenged Milwaukee neighborhoods like the 30th Street Corridor often have even higher rates of lead poisoning. In 1997, clinics serving inner city minority populations reported 38-56% of the children tested at their clinics had lead levels equal to or greater than 10µg/dL. (Milwaukee Health Department) As an example of the potential health concerns, the WDNR recently spent several million dollars addressing exposure concerns at an old electroplating facility in the neighborhood. Several other such facilities are known or are suspected to be located in the neighborhood. These unacceptable exposures are present in a neighborhood that has the fewest resources available (i.e., access to health care and insurance, as well as living wage jobs) to deal with such known and unknown health concerns.

C. Site Selection Process

C1. Site Selection Process and Criteria: The WDNR is applying for a community-wide assessment grant to conduct site assessments and clean-up planning targeted at parcels in the 30th Street Industrial Corridor. Due to the dynamic nature of brownfields redevelopment and in the interests of making sure that the community is involved in decision-making, the Partnership is not identifying the individual properties where assessment funds will be utilized. Instead a list of potential sites has been developed as a starting point for discussions with business owners, alderpersons and residents in the area. The 30th Street Industrial Corridor Corporation will circulate this list so that sites can be added and the full list can be evaluated for eligibility and access. A neighborhood open house will be offered to discuss selection process, criteria and potential sites.

The WDNR will continue to work with our project partners to prioritize the sites. The WDNR will ensure that the site selection process is completed within 6 months of signing the cooperative agreement. WDNR will work with EPA and its partners to determine site eligibility. Sites eligible under EPA guidelines will be prioritized based on a set of criteria, such as: community comments on specific properties; interest from developers; potential for site redevelopment as a business, residence or green space; estimated exposure of the local population to contaminants; status as a tax delinquent property; current condition and use of surrounding properties; and property size and cost to complete Phase I or II environmental assessments.

C2. Inventories of Brownfields in the 30th St. Industrial Corridor: The City has built an inventory of 206 tax delinquent brownfields in the City of Milwaukee. Included in the database are the 36 tax delinquent brownfield properties located in the 30th Street Industrial Corridor. Another 13 properties in this area were once tax delinquent brownfields, but the owners have subsequently paid their back taxes. WDNR's contaminated sites database, BRRTS, identifies at least 230 *known* contamination sites within the target area. In addition, the ICC has built an Industrial Property Inventory for the area. The Industrial Property Inventory is a comprehensive database of industrial sites in the corridor including those in full operation, underutilized, vacant, for sale or lease. The Industrial Property Inventory contains 108 industrial parcels and approximately 88% of these parcels have usable buildings on the site.

C3. Access Issues: RACM is able to secure a special inspection warrant that provides access for environmental testing for any tax delinquent property. WDNR and RACM have experience securing cooperative access agreements. WDNR and RACM also have extensive knowledge of dealing with orphaned properties and tracking down absentee owners. WDNR also has the authority to secure an inspection warrant at known or suspected contamination properties, if the responsible party does not agree to do so or cannot be located.

D. Sustainable Reuse of Brownfields

D1. Policies to Achieve Pollution Prevention: For all brownfield redevelopment projects in the 30th Street Industrial Corridor, the WDNR and its partners will promote environmental best practices and pollution prevention in conducting environmental cleanups as well as in construction and operation of future businesses, homes and parks. When needed, a team of local experts will meet with the community leaders and potential developers, if available, to discuss financial incentives and programs that could assist with development of sustainable and healthful projects. Best practices will be explored, including sustainable development practices, such as green building and unique storm water runoff practices.

There are a number of state resources available to promote pollution prevention:

- The WI “Focus on Energy” program, promoting combined heat and power and on-site energy production on brownfields redevelopment sites,
- WDNR’s Bureau of Cooperative Environmental Assistance, providing pollution prevention assistance and promoting innovative environmental regulatory methods, and
- WDNR’s Waste Reduction & Recycling Grants and Waste Cap Wisconsin, Inc., a statewide, industry-supported nonprofit providing information and grants used to minimize waste generation and maximize recycling of materials at brownfields projects.
- State and federal cleanup and demolition funds to remove contaminated building materials, soils, and leaking containers to prevent further releases to the environment.
- RACM has developed a set of sustainable development design guidelines, based on the LEED rating system. RACM encourages prospective buyers of City or tax delinquent property to consider these guidelines.

D2. Economic Development Benefits: This grant would provide concrete, economic benefits by raising the investment profile of this disadvantaged neighborhood. It would clear up environmental uncertainty on at least 4 sites through Phase II findings, in addition to the ten Phase I findings. This uncertainty is one of the major factors scaring development away from properties in this area. In addition, results of Phase I assessments may provide enough understanding of the risks associated with the sites to allow private developers, the City, or others to take ownership and responsibility for orphaned sites in this area. As previously mentioned, many existing businesses are interested in expanding, and increasing their workforce, but are concerned about the environmental liabilities of neighboring properties.

It would be difficult to put an exact dollar figure on the amount of economic benefit that would accrue to this neighborhood as a result of this Reinvestment Initiative. It is a neighborhood with unique attributes and challenges. However, it is clear that the Partnership’s focus on this area and the dollars invested will lead to leveraging of other public and private funds. In the last 10 years, the nearby **City of West Allis** has championed 18 brownfield projects that have generated

approximately 2,025 jobs, over \$71,000,000 in new taxable value, which provides over \$1,918,600 in annual property tax relief. The **City of Milwaukee** has taken on 66 brownfield projects, which have generated almost 2,000 jobs, and \$323,387,000 in construction or renovation investment. For every dollar Milwaukee invested in environmental activities, it leveraged \$56 in tax base increase. A proportion of such economic success would be a welcome reinvestment in this neighborhood.

This initiative targets a different type of project and a different geographic area than RACM's EPA assessment funds. RACM emphasizes spending its assessment funds on projects that are "ready to go" and of high economic development potential. It also targets four aldermanic districts that include only a small portion of this railroad corridor. As a result, none of the \$400,000 of EPA hazardous assessment funds that have been awarded to RACM in the past two years were spent in this project area. Because of the severe economic distress of the 30th Street Industrial Corridor, we are attempting to "jump-start" the reinvestment in this neighborhood by elevating its profile, investing public dollars, and actively looking for private investment.

D3. Promoting a Vibrant Community: This application is also an initiative to create a bridge between the state's "Grow Wisconsin" economic plan and Wisconsin's Smart Growth planning law in this project area. The goal is to create new business opportunities and public places consistent with the "smart growth" for this disadvantaged community. Wisconsin's 1999 Smart Growth law requires every city, village, county and town in the state to create a comprehensive "smart growth" plan by 2010. Milwaukee zoning and plan reviews have a heavy emphasis on implementation of urban design principles that make buildings approachable for pedestrians and consistent with the urban fabric around them. The zoning code has been overhauled to allow for mixed-use buildings and integrated neighborhoods with a mix of uses appropriate for the dense urban setting.

D4. Use of Existing Infrastructure: The 30th Street Industrial Corridor is located in the heart of Milwaukee in very urban and dense neighborhoods. It is surrounded by existing City infrastructure and located along well-established complexes of City streets. Utilities—electric, water, and data line infrastructure—are available at almost every site in the inventory. Approximately 1/3 of inventoried sites have buildings with the potential for reuse. The vast majority of sites already have sidewalks that would be reused after redevelopment; the whole target area is well served by bus lines.

Redevelopment of these properties will reuse one of southeastern Wisconsin's most precious resources—land. Rapid urban sprawl is an issue in the Milwaukee metropolitan area, and reuse of these properties will provide less pressure to develop former farmland in the periphery of Milwaukee. By offering these sites for redevelopment, WDNR is offering a very real alternative to sprawl—developable land already served by public infrastructure and close to residents in need of new opportunities.

D5. Promotion of Transportation Choices: Redevelopment of these urban, central brownfield properties will help promote the use of more sustainable transportation choices. The target area is well served by bus routes and, to the extent that businesses build on these sites, it will make biking or walking to work feasible for many since these properties are located in densely

populated areas that would likely draw on local employees. Reinvestment in this neighborhood will bring the residents closer to their jobs, and shopping and health care destinations.

D6. Brownfields Prevention: The WDNR acts to prevent the creation of future brownfields through several approaches. One approach is ongoing inspection, education and enforcement. In addition, WDNR has several programs aimed at providing cooperative assistance to businesses to address their environmental compliance issues. These include business sector specialists who work with small companies in 20 different business sectors (paper production, dry cleaning, etc.) on compliance and environmental improvements. Also, WDNR encourages the use of environmental management systems (ISO 14001) to prevent use and disposal of hazardous substances. Additionally, WDNR has authority to require the development and implementation of a spill prevention plan to prevent the creation of new brownfield sites. In instances when City property or tax delinquent property is sold, RACM refuses to consider potential buyers who employ dirty, unsustainable business practices that would jeopardize long-term viability of the site. Further, WDNR requires inspection of engineering controls placed on cleaned up sites. WDNR recently initiated a program to audit institutional and engineering controls at cleaned up properties in order to prevent further degradation.

E. Creation and/or Preservation of Greenspace/ Open Space or Nonprofit Purpose: Long-standing open space inequity – in both the quantity and quality of parkland – is an environmental justice issue in inner-city Milwaukee. The future land use of some of the brownfields properties in the 30th Street Industrial Corridor and surrounding neighborhoods would best support public, nonprofit recreational uses. The need for a greater quantity of open space in the Fond du Lac & North Avenue Neighborhood, which includes much of the 30th Street Industrial Corridor, is demonstrated through the following comparison:

Location	% of land dedicated to open space
Milwaukee County	~ 10.0% (average)
Fond du Lac and North Avenue Area	~ 1.5%

At least seventy acres would need to be added to reach an equitable level of service. While this prescriptive number of acres of parkland may not be desired, a significant increase is planned, consistent with the neighborhood plan. The recently approved Fond du Lac and North Avenue Comprehensive Neighborhood Plan, adopted by the City of Milwaukee, clearly and consistently states the community’s desire to increase the amount of open space, and enhance the beauty and safety of parks and streetscapes. Specifically, the Plan:

“Supports an interconnected network of plazas, streetscapes and public open spaces that makes a city a more productive and desirable place to live, which is sometimes referred to as “green infrastructure.”

Not-for-profit land trusts, such as the Urban Open Space Foundation, are actively pursuing acquisition of properties that maintain potential for recreational uses. Properties such as brownfields represent an opportunity for future parkland use that is consistent with directives of city planners that focus on returning vacant lands to the tax rolls through building development. The Urban Open Space Foundation currently owns and co-manages properties in Madison,

Wisconsin, through creative partnership agreements between the City and local organizations. Similar arrangements could be utilized in the target area. WDNR operates a Green Space and Public Facilities clean up grant program, and plans to dedicate a portion of the \$4M in RLF funds towards greenspace projects.

F. Community Involvement

F1. Plans for Community Involvement: The WDNR has been in close collaboration with the City and the ICC to identify brownfield redevelopment sites. In addition to the community outreach and notification processes listed in Section B, the Wisconsin 30th Street Industrial Corridor Partnership also sought input on this application and potential sites from community partners listed in Section F4. The WDNR also sent the application notice out statewide to several hundred persons. The WDNR and its project partners will continue to work with these agencies as property testing, clean-ups and future use decisions are made.

The WDNR and its partners are committed to actively communicating cleanup and reuse plans to businesses, nonprofit organizations and residents in the area throughout the process. These candidate sites, along with other Reinvestment Partnership information, will be posted on the WDNR's web page for public viewing and comment. A public access area for grant information will be made available at the ICC office.

F2. Partnerships for Brownfield Redevelopment: While the WDNR is the applicant, this is a collaborative effort among WDNR, RACM and the ICC. Each partner brings a unique set of resources to the project and to the revitalization of the area. The Partnership members hope that the joint efforts to promote cleanups and redevelopment in this corridor serve as a model for other economically distressed Wisconsin communities.

The WDNR has extensive experience in the management of federal funds. WDNR manages dozens of federal grants totaling tens of millions of dollars annually, and has managed this level of grants for over 30 years. The Remediation and Redevelopment (RR) program manages 15 federal grants from EPA and the Department of Defense with annual budgets of over \$4 million, and has managed this level of grants for more than 15 years. As the Wisconsin enforcement agency on environmental issues, WDNR's involvement attracts the attention of property owners and in a way that other partners are unable to do without WDNR's assistance.

RACM has an extensive knowledge and experience in successfully dealing with vacant, blighted and abandoned properties. RACM's Brownfield staff continually conducts site-by-site evaluations of the brownfields inventory, which involves physically scouting the sites in an effort to prioritize them according to sites development potential. RACM also has the ability to secure special inspection warrants that will provide access to any tax delinquent property in order to conduct environmental testing. RACM has condemnation powers and access to a number of funding programs, such as tax incremental finance (TIF) districts, block grant funds, and state Site Assessment Grants (SAG), that makes its involvement critical to this Partnership.

The ICC provides the link between the government entities and the Corridor community. ICC staff is in constant communication with businesses, neighborhood groups and others with a stake in the corridor and often receives the first call from new potential investors in the area. The ICC

will serve as the liaison between the community and the WDNR and RACM to ensure that the targeted community's voice is heard.

F3. Means for Communicating Progress: The network of allied community development corporations and neighborhood associations will be tapped to disseminate information about plans for remediation and plans for redevelopment. Organizational newsletters, association newsletters, community meetings and the mailing lists of geographically-focused groups will also be employed, as will local electronic distribution lists and associated websites. Aldermanic district newsletters will also provide a method of geographically targeted information dissemination for community members that are not engaged in community-based organizations. The WDNR will issue press releases to the local media to ensure outreach to the larger community.

F4. Community Participation: The following organizations are involved in this project and have provided comments on this proposal:

- **Metcalf Park Residents' Association (MPRA)** is a non-profit corporation that seeks to improve the quality of life for area residents by promoting opportunities in education, employment, recreation, and residential development utilizing community planning, partnership development, and collaboration or partnership. Contact: Roslynn R. Washington, (414) 875-1021.
- **1000 Friends of Wisconsin** is a non-profit environmental group that works to protect and enhance Wisconsin's urban and rural landscapes. Contact: Mike Dawson, (414) 350-5275.
- **Sherman Park Community Association** is a non-profit organization that promotes advocacy, civic improvement, business stimulation and other cooperative ventures to benefit people within its boundaries. Contact: Steve O'Connell, (414) 444-9803.
- **Urban Open Space Foundation** is a not-for-profit organization dedicated to enhancing the environmental, social, and economic quality of Wisconsin's urban neighborhoods. It does this by helping to transform unused, underused and blighted spaces into vibrant public places. Since the organization's founding 1996, it has helped protect and restore more than 300 downtown acres in the greater Milwaukee and Madison regions. Contact: Jeffrey Rainwater, (414) 243-3022.
- **Burleigh Street Community Development Corporation's** mission is to serve as a catalyst for economic and real estate development in order to achieve business growth and neighborhood revitalization that benefits local residents, businesses and organizations along the Burleigh Street Business District Corridor (60th Street to Sherman Boulevard.). Contact: James Hiller, (414) 447-9940.
- **Groundwork Milwaukee Steering Committee** is working to develop a feasibility study and strategic plan for the establishment of a Groundwork Trust in Milwaukee. The mission of Groundwork Milwaukee is to bring about the sustained regeneration, improvement and management of the physical environment by developing community-based partnerships which empower people, businesses and organizations to promote environmental, economic and social well-being. Contact: Mark Weaver, (414) 297-3617.
- **Local Initiatives Support Corporation (LISC)** is a national non-profit organization with offices in 35 cities. LISC organizes capital, expertise and other resources to support nonprofit community development corporations transform distressed neighborhoods into

healthy ones and foster their connection to the socioeconomic mainstream of the metropolitan region. Contact: Leo J. Ries, (414) 273-1815.

- **The Milwaukee Community Service Corps (MCSC)** is a job training program that has been preparing young adults for careers since 1991. Since 1998 it has provided training for youth in the field of environmental remediation. Contact: Chris Litzau, (262) 880-4811.
- **Milwaukee Economic Development Corporation (MEDC)** is a non-profit corporation offering financial resources, including low-interest loans, to benefit Milwaukee's economic growth. Contact: Pat Walsh, (414) 286-5840.
- **Midtown Neighborhood Association (MTNA)** represents a population of around 12,000, diverse in ethnicity, homeownership, education and income, though it is one of the most economically challenged communities in the City. MTNA's program efforts tend to target low-moderate income residents and businesses seeking support for growth, expansion or resources for physical rehabilitation. Contact: Julia B. O'Connor, (414) 342-6656.

G. Reduction of Threats to Human Health and the Environment

G1. Reduction of Threats: One of the largest challenges to reducing human health threats is identification of the source and scope of contamination in urban environments. Assessment funds will allow WDNR to identify unknown environmental contaminants that pose a threat to the target community. This identification will promote remediation and redevelopment that will halt public health exposures and prevent further environmental degradation. Exposure to lead in soils, asbestos and lead in abandoned buildings, and airborne contaminants will be reduced through this reinvestment initiative. The WDNR and its partners will use the data collected through this effort to prioritize the sites. WDNR will work with its partners to access state and federal funds or assistance (e.g., EPA's Superfund removals program) to address these uncontrolled exposure situations. This effort also will assist in identifying sites for the Wisconsin Brownfields Coalition's \$4 million brownfields revolving loan fund and sub-grant program.

Further, there are secondary health implications for neighborhoods whose quality of life factors (e.g., income level, and access to health care, recreational areas, and grocery stores) are below average. Obesity and asthma are major problems in the target area. Lack of access to recreational areas, such as safe parks and health care facilities, contribute to this situation. These health conditions are aggravated by poor air quality and a lack of access to exercise opportunities. In 2000, in a random telephone survey of City of Milwaukee adults, only 56 percent of whites, 50 percent of blacks and 49 percent of Latinos described their health as excellent or very good (City of Milwaukee Health Department, Milwaukee Healthiest 2000). Between 15 percent and 20 percent of respondents reported suffering from asthma.

G2. Partnerships for Human Health and the Environment: This reinvestment partnership creates an integrated partnership to not only look at health issues, but more importantly, quality of life issues. Particular to urban areas, such as the IC neighborhood, health concerns from exposure to lead (paint and soil), asbestos, and other contaminants are not uncommon. Given the fact that over 1 out of 3 residents are under the age of 18, the partnership has heightened concern with properties where lead exposures could be present. In addition, properties with abandoned buildings are another concern.

As previously mentioned WDNR will work with its partners, including the Wisconsin Department of Health and Family Services, to identify and prioritize properties for removal actions, assessment, and other needed health-driven actions. WDNR, the state's environmental authority, works closely with the Wisconsin Department of Health and Family Services (DHFS) on potential threats to human health. The Division of Public Health's staff provide environmental health services, including: (1) on-site and written, site-specific health "consultations" on exposure conditions at contaminated sites and those undergoing remediation; (2) consultation with state agencies and local officials on risks for chemical-specific or exposure pathways and how those risks impact cleanup and redevelopment options; and (3) presence at public meetings to answer questions on health impacts. RACM is committed to include consideration of public health issues in brownfields redevelopment activities by asking for input from state and local health professionals. Milwaukee's Brownfield Team includes the City's Environmental Scientist from the staff of the City of Milwaukee Health Department. This individual reviews all scopes of work, including proposed testing, remedial actions, and provides oversight during cleanup activities. If human health hazards are discovered as part of the project, local health officers have the authority under s. 254.59, Wis. Stats., to enter the premises and abate or remove the hazard on an emergency basis.

H. Leveraging of Additional Resources

H1. Financial Needs: Financial needs may vary considerably depending on the properties chosen. We estimate that we can conduct 10 Phase I's and at least 4 Phase II Site Assessments with \$200,000 of EPA funds. Cleanup costs cannot be accurately predicted prior to assessment. Generally, every \$1 of cleanup funds should leverage \$7 in additional investment. This estimate is based on experience with Wisconsin's Commerce grants, of which there was \$14 in investment for every state grant dollar. In addition, resources such as EPA's Superfund removal program may be leveraged at high priority sites. The City and WDNR will work collaboratively with its partners to determine the appropriateness of other state and federal grants and loans, including WDNR's site assessment grant, greenspace clean-up grants, and the \$4M brownfields RLF.

H2. Committed Funds: The three organizations are committed to provide staff for adequate oversight of the project and community involvement through the local partners. The City of Milwaukee has committed \$100,000 of demolition funds to brownfield properties that are under raze order in the 30th St. Industrial Area. In addition, RACM is applying for \$60,000 of grant funds under the WDNR Site Assessment Grant Program for properties located in this area and has committed a \$15,000 match for these funds. The City of Milwaukee is also willing to forgive up to \$100,000 of back taxes if results from assessment funds discover manageable cleanup costs so that the City of Milwaukee is willing to foreclose on these properties or if private purchasers are willing to take on cleanup responsibility.

H3. Additional Resources: The Partnership members will aggressively seek additional public, federal, state, private and non-profit investment. Wisconsin has the following funds and tools to leverage additional investment: state tax credits; two kinds of tax incremental finance (TIF) districts; \$750,000 in Coastal Management Grants; property tax cancellation tools; dry cleaner reimbursement funds; federal tax deduction approvals for income or commercial remedial expenses; and approximately \$5M in state block grant funds for brownfields. In addition, several

state communities have been successful using federal block grant funds, economic development administration grants, and transportation grants to leverage additional investment. The WDNR has \$4M in federal BF RLF cleanup money available as loans (22% match). A limited amount of cleanup subgrants will also be available. The 30th Street neighborhood fits the description of the RLF's targeted area.

One of the Governor's priorities is the Grow Wisconsin program, which invests state funds in community redevelopment projects. The state funds that are available biennially are: \$3.4M for Brownfields Site Assessment Grants (20% match required); \$1M for Green Space and Public Facilities Grants (20-50% match required); and \$14M Wisconsin Brownfields Grants (20-50% match required). As an example of the amount of funds that could be leveraged, the Commerce Brownfields Grants have leveraged \$14 in increased property valuation for *every* state dollar awarded and added 4,000 new jobs.

I. Ability to Manage Grants/Management Structure

I1. Ability to Manage Grants: The WDNR has extensive experience in the management of federal funds and can oversee all phases of work under this grant as has been shown by management of past cooperative agreements. The state's WISMART financial tracking system will be used to track grant expenditures, revenues, and balances. The computerized WISMART system has existed for 8 years; prior to that, WDNR had similar systems in existence for at least 10 years.

I2. History of Managing Federal Grants. OMB Circular A-133 Audit findings have been very positive. In particular, WDNR manages dozens of federal grants totaling tens of millions of dollars annually, and has managed this level of grants for over 30 years. The Remediation and Redevelopment (RR) program manages 15 federal grants from EPA and Department of Defense with an annual budget of over \$4 million, and has managed this level of grants for more than 15 years. The state's Legislative Audit Bureau (LAB) conducts the OMB Circular A-133 single audit of WDNR at the end of each state fiscal year. LAB's last completed audit of WDNR for state fiscal year 2002 did not question any costs and included only one minor finding regarding computer programmer access to critical production programs. The WDNR will correct this in the next several years. WDNR is not currently required, and has not been previously required to comply with any special "high risk" terms and conditions under agency regulations implementing OMB Circular A-102.

I3. Past Cooperative Agreements (CA): WDNR, specifically the RR program, has received Superfund Core Brownfields grants from October 1994 through the present. WDNR has also received Superfund Site Assessment Brownfields grants from October 1998 through the present. WDNR received its first annual Section 128(a) State Response Program grant for September 2003 through August 2004. Recently that grant was amended to include funding through August 2005. WDNR has consistently completed the following activities for each of these grants: (1) quarterly progress reports required per grant conditions; (2) semiannual progress reports required by WDNR's Environmental Performance Partnership Agreement (EnPPA) with EPA Region 5; (3) brownfields reporting measures required through grant conditions or the EnPPA; and (4) annual Financial Status Reports (FSRs) required per grant conditions, often submitting these on a more frequent quarterly basis.

I4. Funds Remaining in Cooperative Agreements: WDNR, specifically the RR program, is the recipient of the following current EPA Brownfields cooperative agreements: (1) Section 128(a) State Response amendment, awarded September 1, 2004 through August 31, 2005, for \$1,241,807 (2) Superfund Core Brownfields, awarded September 1, 1996 through June 30, 2005; and (3) Superfund Site Assessment Brownfields, awarded October 1, 1998 through September 30, 2005. WDNR expects the two Superfund Brownfields cooperative agreements to have no funds remaining as of December 31, 2004. On October 1, 2004, WDNR's cooperative agreement for its \$4 million EPA brownfields revolving loan fund became effective; this grant's budget period extends through September 2009.

I5. Significant Brownfields Accomplishments: Since 1996, WDNR has been the recipient of EPA brownfields funds through EPA cooperative agreements. Most recently, WDNR has received section 128(a), CERCLA, State Response grant funding for the following activities (September 1, 2003 to August 31, 2005): (1) web pages development and maintenance for a site providing general information on remediation and redevelopment - 30,000+ users in the last year; (2) a web-based public record of 19,000 contaminated sites where hazardous substances and petroleum have been reported to the WDNR; (3) inventory and survey of over 400 historic disposal sites; (4) a proactive contaminated site discovery of almost 500 sites; (5) geolocation of 5,600 contaminated properties and historic disposal sites to create a geographic information system for the public; (6) progress to close or cleanup over 500 sites; (7) conduct a limited audit of institutional controls at 24 sites; (8) work to develop an agreement (which will be the second in the nation) between WDNR and EPA to clarify agency roles and responsibilities under three major federal cleanup laws, and (9) conduct over 70 meetings and/or presentations to brownfields audiences. A copy of our s. 128(a) cooperative agreement accomplishments can be found at http://www.dnr.state.wi.us/org/aw/rr/cleanup/rr_success.htm.